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ABSTRACT

Nonformal education is any organized, systematic learning activity carried on outside the formal educational system and usually focused on improving participants' social and personal living, occupational capability, or vocational competency. Because it offers opportunity and participation to all in a non-threatening atmosphere and promotes rapid individual, group, and societal growth, nonformal education is appropriate for developing nations, providing a second chance for schooling for those who missed formal education. Federal, state, district, and local governments and international organizations should fund nonformal education and higher education should provide material and human resources. Developing nations should implement nonformal education programs at national, regional, and local levels. At the local level, nonformal programs should include teacher recruitment and training in the program's objectives, philosophy, methods, and organizational structure. Prior to local implementation, the program planning committee should identify local needs, program purpose, and execution plans, and teachers should discuss the purpose and objectives with participants. Local and community workshops run by experts in various fields should be accompanied by practical demonstrations of skill areas and by national campaigns including rural radio broadcasts, posters, and mobile educational films. Mexico's Plan Puebla and Tanzania's Education for Self Reliance are among the case studies that prove the success of nonformal education in developing nations. (SB)

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TO WHAT EXTENT CAN HIGHER EDUCATION IN DEVELOPING NATIONS GIVE LEADERSHIP IN NONFORMAL EDUCATION

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OHIO STATE UNIVERSITY

OCTOBER 1983

A Position Paper Presented at an International Education Conference
Sponsored by the Department of Adult Education
University of the District of Columbia
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To What Extent Can Higher Education in Developing Nations Give Leadership in Nonformal Education?

Abstract

The purpose of this paper is to discuss the relevance of education to national development, particularly the application of a nonformal approach which provides an opportunity to those who missed the first chance by not passing through formal education. Briefly, it analyzes the stages of development some developing countries have gone through in terms of educational growth. Since the expected goal for educating citizens of the various developing countries has not yet been fully achieved, the present writer suggests the application of nonformal education as a contributing factor of means to an end. It is therefore, contended that higher education should play a key role in offering nonformal education. The paper focuses on the degree of leadership role higher education is supposed to play in nonformal education. To this effect, the following have been discussed in brief: (a) definition of nonformal education; (b) the effect of nonformal education; (c) how to support programs financially; (d) program implementation; (e) recruiting and training; (f) establishing an organizational climate and structure; (g) purpose and objective of the project; (h) running workshops and advertising; (i) case studies; (j) evaluation; and (k) conclusion.

INTRODUCTION

Education in general has long been recognized as a central element in development. One must therefore think of education as a "sector" of development -- parallel, for example, to agriculture or industry and also as a pervasive element that must be integrated -- horizontally and vertically into the efforts of development. The concept of education as a pervasive element has several implications. First, it must cover a wide spectrum both in context and in form -- ranging from basic knowledge to advanced research, and from training in hiring skills to highly sophisticated production skills. The form of education can vary from the most general types of formal schooling to the most specific kinds of nonformal teaching and from the simplest levels of education in literacy and numeracy to the most advanced levels. Second, investment in education and training should be balanced with investments in other fields so that learners can become involved in productive tasks in a growing economy. Third, equity in education and national economic development are mutually consistent. More educational opportunities in rural areas, for example, would promote equity while contributing to a more rapid adoption of improved agricultural methods, the development of industries, and to higher incomes in rural areas.

The multifaceted role of education in the development process underlines the need of every country for a more flexible, comprehensive network of provisions for education and training. Such a network should be diverse enough to respond to the varying needs of learners. Opportunities for "second chance"

education and training for those who never went to school, or who need further education or specific training to their vocations must be offered widely.

Nonformal eduction — organized and systematic learning activity carried on outside the formal system -- is neither an alternative education system nor a shortcut to the rapid education of a population. Nonformal education and training provides a second chance for learning to those who missed formal schooling. It enables the rural or urban poor to acquire useful knowledge, attitudes, and skills within programs of integrated development; and offers broad based learning activities directly associated with work.

The World Bank Educational Sector Policy Paper (April 1980) states, "When the developing countries began their drive for social and economic development nearly three decades ago, education was perceived as a means not only of raising political and social consciousness, but also of increasing the number of skilled workers and raising the level of skilled workers and raising the level of trained manpower."

To what degree have these objectives been achieved and by what means?

The sector paper contends that although substantial progress was made during the 1950s, educational growth failed to achieve 1) a more equitable distribution of income, and social services and 2) an equilibrium between the productive capacity of the education system and the absorptive capacity of the labor market.

The 1960s witnessed profound changes in the perception of the development process. By attempting to focus on extending the "modern sector" throughout the respective economies of the developing nations by incorporating 20th century industrial processes, it became clear that the modern sector was absorbing a disproportionate share of scarce capital, while the potential of smaller traditional enterprises was being unduly neglected.)

"In 1970," continued the paper, "the United Nations resolved that as the ultimate purpose of development is to provide increasing opportunities to all people for a better life, it is essential to expand and improve facilities for education, health, nutrition, housing and social welfare and to safeguard the environment." This approach to development is aimed at improving the welfare of human beings, primarily in terms of providing goods and services needed to eliminate manifestations of poverty, such as malnutrition, disease, illiteracy and squalor. These efforts are the nucleus of an overall national development effort. The development of human resources helps alleviate poverty and also contributes significantly to growth in national productivity and income.

In his presidential address in 1973, Robert S. McNamara said in Nairobi, "The (economic) growth is not equitably reaching the poor. And the poor are not significantly contributing to growth." He added that it was not wise to concentrate on the modern sector in the hope that its high rate of growth would filter down to the rural poor. Measures would have to be taken that would more directly benefit the poor, especially those in the rural areas.

In the light of this discussion, the present writer is of the opinion that if higher education in developing nations led by departments, such as Institutes of Adult Education would give leadership in nonformal education, both rural and urban poor would benefit from it.

Should the leadership role become the sole responsibility of higher education? Other private and government agencies should be directly or indirectly involved. However, the unique position of higher educational institutions cannot be overemphasized -- the institutional infrastructure, availability of facilities, such as human and material resources including others, must be highly considered.

In most cases, the Institute of Adult Education affiliated to higher institutions in conjunction with a specific department whose services will be required should team up to identify a problem area and in the same manner, try to find a solution to it. For example, the Institute of Adult Education, University of Ghana, Legon in concert with the Institute of Acquatic Biology are in a joint effort, offering a course in "fish farming" in Ghana. (See appendix A.)

Effective planning could be done through the help of Continuing Education Planner (CEP). How? Based on the assessment needs of the nation, state, or community the planning committee led by the CEP will then consult with the head (president or vice chancellor) of the institution and discuss the possibility of solving the existing problem through a team effort. Having been granted the

permission to plan for the implementation of the program, the planning committee will diagnose, analyze and adopt the most feasible approach for the actual execution. The planning committee will consist of the CE Planner, faculty members, government representatives and representatives from international organizations attached to the identified need areas.

What is Nonformal Education?

A comprehensive and standard definition of nonformal education is not yet available, however, nonformal education usually indicates "non-school." According to Ward and Dettoni (1973), nonformal education usually focuses on the improvement of social and personal living, occupational capability and vocational competency. In these emphases, education is not the goal; it is rather the means of the goal. Education is of concern because of what it can do for the learner rather than for any intrinsic value. It is of value only as it can help the student to make changes in himself and his environment in accord with individual goals.

Combs and Ahmed (1974) define nonformal education as any organized systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to a particular subgroup in the population, adults as well as children.

Dejene (1980) refers to Harbinsons definition which states "nonformal education as skill and knowledge generation outside the formal schooling system,

and which is a heterogeneous conglomeration of unstandardized and seemingly unrelated activities aimed at a wide variety of goals."

Nonformal education is essentially a method of defining developmental needs and formulating programs of communication and education to increase the participation of the rural poor in agricultural production, and in programs of nutrition, rural health delivery systems, family planning and other programs designed to improve their productivity and welfare, if not their survival (Niehoff, 1977, pp. 3-4).

What is the Effect of Nonformal Education?

Like any other program, nonformal education is not problem-free. On the other hand, its advantages seem to outweigh the disadvantages if it is effectively organized. The following include few advantages and disadvantages:

Advantages	Disadvantages
1. It offers opportunities to all persons interested in growth.	1. Organization for program implementation is more difficult, because it involves many people.
2. Everybody is allowed to be a participant - it thrives upon an open-door policy.	2. More money is required for plannning through implementation.
3. People learn and understand better a non-threatening atmosphere.	3. Can collapse easily if not effectively organized or supervised. Its success depends on experts and collaborative efforts.
4. It promotes rapid growth for individuals, groups, and society at large.	

5. It promotes collaboration.

6. Programs can be offered in any setting.

How do You Support Such Programs Economically?

Economic support is the foundation of every successful program. It is therefore the responsibility of the government (state or federal, where applicable) to provide funds for that purpose. Districts and local governments are also encouraged to support in anyway they could. Apart from playing the leadership role, higher educational institutions are expected to assist in diverse ways. They are viewed as the "eye" of the society and must by all means make the best out of the meager resources they may have at their disposal. They should make human and material resources readily available for action -- where possible, voluntary services may be provided to alleviate the burden of the program sponsors.

In addition to the home support, the project director may apply for aid from international organizations, i.e., UNDP, UNICEF, AID, World Bank (Rural Development Division), etc. Whereas some of them would provide long-term loans at a reasonable interest rate, others would grant aid in support of rural development. To qualify for the aid, the project director will submit a well written proposal justifying the need for the program sponsorship.

According to the Education Sector Policy Paper, UNESCO ranks sixth in terms of its regular budget allocated for education (about $20 million in 1975), but

it exercises a much bigger normative role for several reasons. First, other UN agencies that are heavily involved in aid to education - UNDP, World Bank, UNICEF -- use Unesco as a source of executing agency. Second, Unesco serves as the executing agency for funds-in-trust ($4 million in 1975) provided by private firms. Third, Unesco advises member-countries not only on specific issues, but also on the whole range of the formulation and implementation of education policy. Finally, Unesco secretariat provides a forum for the exchange of experiences and innovations among experts from member states and a channel for the dissemination of ideas to high-level decisionmakers.

Program Implementation - Phase I

Based on the needs assessment, experts will be invited to attend a workshop prior to the actual implementation of the project (duration is left to the discretion of the planning committee). The workshop must be organized where facilities exist in order to avoid unnecessary expenses, however, the location must be "convenient" enough for the participants. An educational institution is highly recommendable since facilities are already in existence.

To open the workshop, a government official, preferably, a Secretary (Minister) in charge of one of the identified need areas must be invited to speak on the topic, and the need for the national concern. Experts in their various fields should be given a full orientation on the characteristics of adults (with special emphasis on their resistance to change, particularly, illiterates) and how they should be treated during the execution of the project. It must be stressed that

unless they are treated as adults, there will be no success. But, it should be remembered that the failure of the project signifies the failure of higher education and the "doom" of the nation. The workshop which could be captioned "The National Survival is in Our Hands" should be tackled and ended with all seriousness. The participants should return to their various regions "fully equipped" and prepared to carry out the national assignment. They must also go with the notion that a nation that cannot feed itself and take care of its health problems can hardly survive.

Phase II

At the regional level, the Continuing Education program planner will organize a workshop similar to the one at the national level (time may vary). Participants will be drawn from the various districts to undergo an intensive program in order to be able to prepare the local coordinators and leaders who will actually assist the rural dwellers to carry out the project. The method of running the workshop at the regional level, is in fact, a "xerox copy" of the previous one held at the national level. The only minor change to be considered would be the guest speaker who may be a regional minister (as in the case of Ghana) or an important member of parliament (Congress) who has an insight into the subject to be discussed, but not necessarily someone who prior to his current position was merely a business "tycoon."

Phase III

The last stage of the workshop may be termed "The Grassroot Level." This is where action is, because the organizers come face to face with the reality of life. This is the time to put a theory into action. It is at this moment that the CE program planner must put his "stand to test" -- to make an impact depends on the degree of planning, method of handling situations, how effectively the individual trains the participants, and the amount of cooperation offered by those involved in the whole process of change.

In order to succeed, the following steps may be considered:

1. Recruiting and training
2. Establishing an organizational climate and structure
3. In the process of planning, review need assessment, define purpose and program objectives
4. Run workshops with practical demonstrations
5 Mention case studies
6. Examine the value of research and findings
7. Evaluation - formative and summative

Recruiting and Training

Assuming that the programs being considered for implementation are, for example, in the areas of health and agriculture, it will be advisable to recruit persons with expertise in these fields. In addition, teachers should also be

involved in such programs since they live among the "hard-to-reach and hard-to-teach" in most developing countries. In order to avoid classroom interruption, participating teachers should be granted study leave with pay to take part in the training process for a "reasonable length of time." Such teachers should be replaced temporarily at a time they have been requested to carry out a national assignment. If the extra expenses to be incurred by the Ministry of Education (School Board) will be a burden, such programs may be offered when schools are on vacation; however, the latter has many disadvantages. In the interest of national development, the former should be considered by all means. It may also be advisable to involve elementary school graduates whose input will make a significant contribution toward the program since most of them may be rural dwellers themselves. Not only that such an opportunity will provide them with jobs, it will also reduce "rural push and urban pull syndrome" currently facing almost all developing nations.

Most people recruited to teach adults, whether from educational institutions or their fields of practice, are normally tempted to teach the way they were taught -- according to the principles and practices of pedagogy. This fact places a heavy burden on a conscientious adult educator to be more creative and industrious than is typically required of other educational administrators in the selection, training and supervision of teachers and leaders. However, the selection of good instructors is only the first step in producing good teaching staff. Even the best instructor cannot do his best job unless he has been properly oriented into the program. He should understand its objectives, philosophy,

methods and exactly where he fits into the organization. During the entire tenure, he should have a progressive sense of belonging and of personally growing. For instance, the staff responsible for operating Plan Puebla in Mexico -- all nonformal educators, is made up of technical personnel (agronomists and others) and teams of four or five field aides who are elementary school graduates. The teams that currently function in Puebla participated in a five-month training course prior to taking over the specific program. In addition, local leaders have played a key role at the community level in organizing the groups and in the demonstrations. After the first contacts had been made with the local community, informal leaders emerged and played the key role in organizing and representing group interests. In some cases, the formal leaders did not have any prestige at the community level or did not have time to get involved, and thus could not represent the interests of the group.

Establishing an Organizational Climate and Structure

In a memo written to the "Coordinator of the 'Cultural Circle,' Freire highlights the critical role of the facilitator in this process as follows:

> In order to be able to be a good coordinator, for a 'cultural circle," you need, above all, to have faith in man, to believe in his possibility to create, to change things. You need to love. You must be convinced that the fundamental effort of education is the liberation of man, and never his 'domestication.' You must be convinced that this liberation takes place to the extent that man reflects upon himself in relationship to the world in which and within which he lives . . . A cultural circle is a live and creative dialogue, in which everyone knows

> some things and does not know others, in which all seek, together, to know more. This is why you as the coordinator of a cultural circle, must be humble, so that you can grow with the group, instead of losing your humility and claiming to direct the group, once it is animated (Kindervattes, 1979, p.142).

In part, the above means that the coordinator should team up and plan with the group instead of attempting to plan for them. In short, the growth of the group must depend on a joint effort. The organizational structure should be planned in such a way that it will facilitate smooth administrative process. While stressing division of labor, unnecessary bureaucratic barriers should be removed to ascertain the success of the program.

Before the actual program implementation, a planning committee will be appointed to (a) identify needs, (b) define program purpose, and (c) lay a solid plan for execution.

What is the Purpose and Objective of the Project?

Following the review of need assessment in step 4, it may be advisable for the CE planner to discuss the purpose and objectives of the project with the participants. Among the possible purposes to be stated in an agricultural project or program may be:

To increase food productivity so as to be able to feed yourself.

Knowles (1970) states that educational objectives define the kinds of behavioral outcomes that participants are to be invited to seek in specific areas

of content. With reference to the rural development in crop production, the following objectives may be considered:

Target Objective- Upon completion of the crop production program, the participants will grow their food crops exactly in the same way as they were taught at the workshop to be able to increase significantly the output of their crop production.

Operational objectives identify the things that will be done to improve the quality of the program resources for meeting the project needs.

Enabling Objective - Using chemical fertilizers to treat the land, the participants will grow their supplies of crop seeds exactly in the same way as it was demonstrated to them at the workshop.

Is it Necessary to Run Workshops or Advertise?

There must be series of workshops going on at the local and community levels. The participants should be a "mix" of persons who use nonformal education methods in their work, e.g., agriculture, nutrition, family planning, educational planning and related fields.

The Michigan State University Workshop program in nonformal education sponsored in 1977 indicates that a number of the potential participants, if not all of them, had become much better informed about the potentialities and limitations of nonformal education than was true at the time of the conference. Small and large group discussions should be encouraged. In the interest of development, experienced guests should be allowed to participate in the discussion

at the local level whenever they show up. At the "grassroot level," practical demonstrations should take precedent over the discussions; whenever possible, the two must go together to insure clear understanding.

In addition to the workshops, there must be a provision for national campaign in the form of rural radio broadcasts, posters, and mobile educational films. After the establishment of the experimental results, the "Demonstration of Methods and Results" should be emphasized.

Is there any Evidence of Success? Case Study

Yes, evidence of success have been recorded in a number of developing nations, that means it is worth trying despite the limitations involved. For example, in the case of the Plan Puebla (Mexico) program, after the members of the credit groups in each community had obtained the required fertilizer materials, the technical assistants and representatives of the groups set up objective demonstrations of methods to properly mix and apply the fertilizers at recommended rates. Demonstrations were usually held on the land of a "campesino" who intended to sow his crop on that day. Invitations were extended to all the people of the community. Technical assistance, field aides and volunteer farmers were involved in the demonstrations. After the initial demonstration, all campesinos were asked to participate in the measures demonstrated so that they could learn by doing. Similar procedures were used to demonstrate the application of insecticides, herbicides and the results of those

who followed technical recommendations. Campesinos who had adopted the newer practices were the central actors in the demonstrations.

Is there any Need for Research?

Another study worth mentioning in this paper is Tanzania's Education for Self-Reliance which called for an educational system which could rapidly equip Tanzanians to develop a country that was -- and would remain -- rural and non-industrial. To be able to meet this challenge, the government concentrated on developing adult education at the grassroots level and named 1970 as an Adult Education Year.

In 1967, prior to the implementation of the 1970 program, the Institute of Adult Education (then part of the University College of Dar es Salaam) had began a multi-media program in Civics, English and Agriculture. These were taught to 15 experimental radio groups. Canada's radio farm forum which had already worked successfully in India and some African countries was used as a model.

The Cooperative Education Center at Moshi began teaching organizational skills to its members via radio study groups and correspondence "study letters" in 1967. These methods were largely based on the study circles used by labor and cooperative education programs in Sweden. About 400 study groups were participating in the Moshi program within one year.

In addition to these experiences, the government launched a series of nationwide campaigns on national economic issues (1969), national elections (1970) and the ten-year anniversary of Tanzania's independence (1971). Radio programs and printed materials were used to help study groups understand those national issues. At the time of the 1971 campaign, the number of participating groups had increased from 60 in 1969 to 1,700.

It is to be noted that each campaign built upon the experience of its predecessor. The experience in organizing instruction via various media, training group leaders and evaluating results accumulated and paved the way for the mass health and nutrition campaigns of 1973 and 1974 that involved more than 75,000 study groups.

Other Tranzanian studies include: Man is Health (1971) and Food is Life (1975). In the latter study, the following results based on five sample areas were recorded:

(1) increased consciousness of the need for more food production
(2) establishment of vegetable gardens and poultry units;
(3) improved dietary habits;
(4) creation of day care centers for infants; and
(5) some trditional taboos and bad practices about food have been abandoned.

Why Evaluate?

Most educational and non-educational programs collapse at the infant stage because of a disregard for evaluation. Evaluation plays a vital role in program development. In its most general sense, evaluation in education is to assess the worth of a variety of states or events, from small to large, and from the specific to the very general (Gagrie and Briggs, 1979; p.287). Generally, one would consider two aspects of evaluations to be applied to any kind of educational activities: (a) formative and (b) summative. For instance, a mid-term research survey compared results achieved by campesinos formally participating in the credit program and a general sample of campesinos in the region, revealed the effect of the entire project.

Conclusion

It is fitting to hypothesize in closing that regardless of whether nonformal education is retained or not as a concept or means of describing the method by which the rural poor are informed and helped to participate in a variety of development activities which they ultimately embrace or reject -- their needs and society's needs to respond positively will persist. The immense gap between the world's poor and the more affluent must be bridged. "The poor will be with us always" but the world's poor needn't be as poor as they are now, nor as undernourished, sick, or despodent. The wider and more experienced use of nonformal educational methods combined with better resource allocation, more

competent and dedicated development workers, more realistic and designed projects and programs based on genuine villager needs and commitments, and more imagination applied generally to the problems of the rural poor, should make a difference in the condition of the world's poor (Niehoff, 1977, p.27).

Even though the principles and practices of nonformal education may not sound as sophisticated as compared to formal education, there is one thing we, in the developing nations, should bear in mind — survival! We must produce enough to feed ourselves and take care of our health needs. By what means? It does not matter! What matters is how we manage to achieve our ultimate goal. This is a noble task to be done. If we don't, who will?

APPENDIX A

Below is a sample of an advertisement depicting
Higher Educucation taking leadership in a nonformal education

INSTITUTE OF ADULT EDUCATION
UNIVERSITY OF GHANA
in conjunction with
INSTITUTE OF AQUATIC BIOLOGY
(CSIR)
announce

A Series of Four-Week Courses in FISH FARMING

Course Calendar
Third Course: November 1 — 30, 1983.

Fee
₵200 plus cost of transportation to fish farms outside the College grounds.

Participants
Applications are invited from the following categories of persons:
(1) individuals who wish to establish fish farms.
(2) teachers in charge of school farms
(3) representatives of community groups
(4) representatives of voluntary organizations

Prospective participants may be either literate or illiterate. The only requirement is an interest in fish farming.

Application Forms
Write now to THE PRINCIPAL, ACCRA WORKERS' COLLEGE, P.O. Box M.114, ACCRA or Tel. AR 28182 for a Course Brochure or Call at the College's offices, Off Barns Road and Opposite Ministry of Information, Accra.

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